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ABSTRACT

The Idaho Consortium was established by the state [illegible] certificated teachers, excessive teacher mobility, shortage of teacher candidates, inadequate inservice training, a low level of administrative leadership, and a lack of programs in special education, early childhood education, vocational training, migrant, disadvantaged and Indian education, and pupil personnel services. The Consortium had five major objectives: 1) to increase the number of graduates from teacher education programs; 2) to provide systematic programs of inservice training to improve the quality of teachers and other school personnel; 3) to establish teacher programs in early childhood education with special emphasis on the needs of bicultural and bilingual children; 4) to improve the quality and quantity of personnel engaged in pupil personnel services; and 5) to improve the quality of administrative and supervisory personnel. During its first year the Consortium engaged in planning activities and conducted 29 summer workshops. Other programs were implemented in special education, educational leadership, guidance and counseling, career opportunities, and drug education. Areas still requiring attention are the development of affective means of communication between consortium members, and the definition of the structure of the consortium and its relationship with other divisions in the State Department. (MBM)

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THE IDAHO CONSORTIUM

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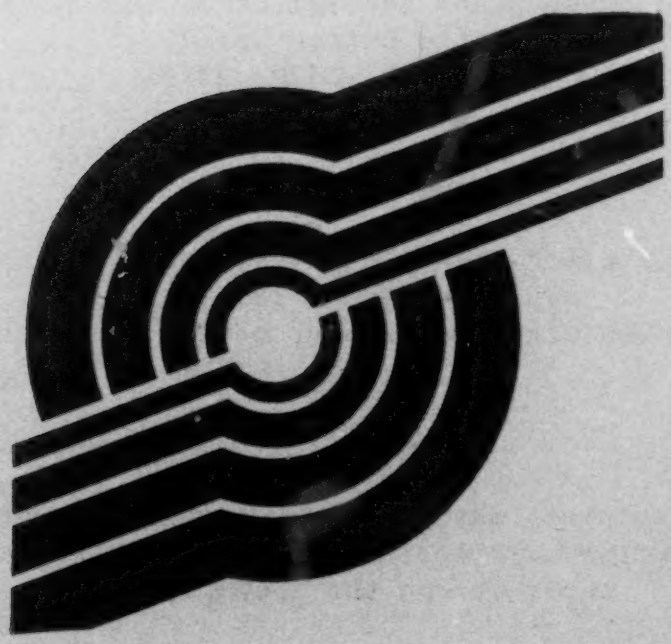

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Introduction

The Consortium is an instrument through which Idaho's educational organizations are taking a broad-sweeping turn toward more relevant education programs. These programs are relevant in terms of teacher training that prepare educational personnel to meet and cope with school problems as they exist today. Our many educational components which ultimately or primarily deliver services at the local level cooperatively arrange to do so. Involvement is a means of improving assessment and then problem solving. Thus, Idaho's Consortium not only commits its educational organizations, but also commits personnel who represent them to these tasks.

We, in Idaho, have accomplished much. We do not intend to rest on whatever laurels that have accumulated. We will make even a stronger commitment to cooperatively research needs, then mount programs to meet these educational needs.

The State Department of Education is fortunate to have been instrumental in the Consortium development. Also, it is fortunate to be singled out for a Case Study.

It is a pleasure for me to transmit the enclosed Case Study on the Idaho Consortium by James H. Beaird. In reading over Dr. Beaird's study, I was impressed with its depth and clarity. He did an excellent job.

D. F. Engelking
Idaho State Superintendent
of Public Instruction

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Section One

THE NEED FOR CHANGE

At the mention of Idaho most Americans conjure up an image of potatoes, Sun Valley and mountains. A few school children probably would identify Boise as the state capitol. Some persons would recall that there is a university at Moscow. A few Americans would remember that Bobby Kennedy visited Sun Valley and a small number of those who have traveled extensively would recognize the great agricultural similarity between Southern Idaho and the North Platte Valley of Nebraska and Wyoming. It would be unlikely that many persons would identify Idaho as an exemplar of educational excellence. It is equally unlikely that those same persons would identify Idaho as an educational desert. Rather, Idaho education is a relatively unknown quality. There are indications and efforts under way suggesting that this may change.

An educational exemplar Idaho may never be. At the same time, however, there is within the state an effort that exemplifies a level of concern, commitment, planning and sacrifice that would reflect creditably on any group of forward-thinking educators. Thanks largely to a relatively small group of dedicated individuals, the state has established a Consortium which is combining the talents of higher education, the Idaho State Department of Education and public education in an effort to resolve some of the priority educational problems that the state faces.

What follows is an attempt to describe some of the activities of this Consortium during the first year of its existence. This is not an attempt to evaluate the Idaho Consortium nor to appraise the effectiveness of those individuals who have been involved. Rather, this study attempts to provide perspectives that might be of value to others in search of a model for improving education in a state.

The Setting

It appears that there were three sets of forces which finally interacted to bring about the establishment of the Idaho Consortium. First was the Educational Professions Development Act (EPDA)--federal legislation intended to upgrade the competence of those engaged in a wide variety of activities within the domain of public education. Second was knowledge of a formidable array of problems facing Idaho education. And finally, a group of men who were cognizant of both the needs within Idaho and the potential opportunity to secure federal assistance in attacking those needs. Unlike many states, Idaho could speak directly to its specific needs. During a three-to-five year period immediately preceding the establishment of the Consortium in 1969, the Idaho State Department of Education and two major teacher training institutions in the state initiated a wide variety of studies that brought to light most of the significant issues facing education in Idaho. The Idaho State Department of Education, for example, participated in the eight state project Designing Education for Future and, from this experience, evolved with a greater realization of the need for comprehensive planning and more cooperative effort in resolving the educational problems in the state.

Teacher Certification. A salient need was to improve the quality of teachers found in the elementary and secondary classrooms of the state. In terms of the percentage of non-certified teachers employed in Idaho several years ago, the state ranked 50 in the fifty states. Over 26 percent of the elementary teaching force had less than "standard" certificates. The percentage for secondary teachers was 11.3 percent. These figures pointed to a major problem when they are compared with national averages of 5.6 and 4.3 percent, respectively. While certification alone does not guarantee classroom excellence, such high percentages were rightfully a concern in the state.

Teacher Mobility. A second concern highlighted by the studies was the mobility of the certified teaching force within Idaho. Of greatest concern was the fact that the mobility was directed away from the state. Relatively large numbers of qualified teachers were leaving Idaho and pursuing their professional careers elsewhere. Several factors contributed to this outward mobility but the most salient appeared to be related to salary. Those leaving the state were reporting salary increases averaging nearly $1,000 per year and, as recently as two years preceding the establishment of the Idaho Consortium, the maximum salary of Idaho classroom teachers was well below the average salary of classroom teachers in the neighboring state of Oregon. A correlary concern to the Consortium founders was the fact that Idaho was losing a disproportionate number of experienced male teachers. Undoubtedly, the loss of qualified teachers through outward mobility contributed to the high frequency of non-certified teachers that had to be employed within the state.

Shortage of Teacher Candidates. A third and related concern was the inability of the teacher training institutions within the state to provide qualified candidates in sufficient numbers to meet the needs of Idaho. In 1966, 1,462 teaching vacancies existed. The seven colleges and universities that trained teachers in the state graduated a total of 746 individuals. Of these only 284 accepted first year positions in Idaho. An equal number did not enter the teaching profession and 187 graduates sought employment outside of the state. It appeared, therefore, that whereas Idaho was preparing only one-half of the number of teachers needed in any given year, it was compounding its fate by failing to offer sufficient stimulus for teaching in Idaho to 65 percent of those who did graduate.

Inservice Training. Generally, when an employer has a need for individuals with a certain level of training, he has two options: fill the positions with persons who have the training or, if they are not available, fill the position with the best non-qualified applicant and provide him with training that will eventually make him fully qualified for the position. One might expect, therefore, to observe within Idaho a relatively high frequency of inservice training programs in operation. Such is not the case. Rather, fewer than 40 percent of the schools provided any type of inservice training or orientation program prior to the establishment of the Idaho Consortium. Further, it was noted that fewer than 9 percent of the Idaho teachers were involved in organized inservice programs during that time.

The needs reviewed thus far are addressed to the establishment of a qualified teaching force. As impressive as this array of needs was, it by no means represented the total spectrum of educational problems within Idaho. Some of the other needs were equally impressive and demanded attention.

Administrative Leadership

As has been noted, there was an overabundance of non-qualified teachers working within the Idaho schools. At the same time, it appeared that administrative staffs might also have deficiencies. From a point of view of preparation, it appears that school administrators within the state were somewhat below the standards across the nation. In Idaho, administrators may be certified if they can provide evidence that they are working toward a master's degree. Approximately 58 per cent of the 415 principals in the state hold a master's degree, 137 administrators hold less than a master's degree, and 14 elementary principals have not yet attained a bachelor's degree.

As with certification, the attainment of a graduate degree does not guarantee excellence of leadership, however, a series of doctoral studies in the state presented a picture indicating a lack of educational leadership within the schools of Idaho. At a time when the educational world is clamoring for innovation, Idaho administrators were perceived by their staffs as not being very concerned about needed changes. This caused several problems. Morale problems within the school staff materialize, especially when the staff asks, "Why aren't we doing some of the things that we read about?" Further, it causes problems at the state level for it is certainly difficult to face one's colleagues and be forced to admit that the schools in your state are falling behind in the innovative practices that other educators are discussing. The need that was specifically expressed was that Idaho school administrators should become thoroughly apprised of the many new practices and strategies available in education and encouraged to explore ways to implement these new practices in their schools.

Other Educational Needs

In the various studies that were made, it was noted that several groups of students having special needs were not finding avenues within the Idaho schools to satisfy these needs. Generally, most of Idaho's public school students were subjected to a single track system that was quite traditional in its offerings.

Special Education. Special education programs were significantly lacking within the state. In 1966, only 268 teachers were employed to provide programs in special education. A citizens task force reported that only 12 per cent of the schools they studied employed special education personnel who could be rated as having above average or superior abilities. This same task force also did not rate any district program as superior and only 10 per cent of the programs studied were rated above average. Over

half of the programs studied by this committee were judged to be below average or inferior. Even the Idaho State Department of Education was delinquent in addressing this need as it acquired the services of a fully qualified full-time Director of Special Education for the first time in 1968. Further, none of Idaho's school districts reported a specialized program for physically handicapped children.

Early Childhood Education. Another special group of children whose needs were not being met were those who were preparing to enter the first grade. Kindergarten programs within Idaho were virtually nonexistent. No school district provided kindergarten experiences and, in 1966, fewer than 500 of the 17,000 students entering the first grade had kindergarten training. Programs in early childhood education were nonexistent in the state colleges and universities. Several of the recent legislative sessions have considered the establishment of kindergarten programs within Idaho. In preparing for this eventuality, the Idaho Consortium recognized that the state's capability to train teachers for this age group had to be enhanced.

Vocational Training. Vocational education had also received little attention in Idaho. The curricula of most of the state's secondary schools appeared to be oriented toward the college-bound student. This situation obviously is not unique to Idaho. The fact remains, however, that the non-college-bound student in Idaho's secondary schools often found it necessary to receive his vocational training, or even an orientation to the world of work, after leaving high school.

Migrant, Disadvantaged and Indian Education. Another area highlighted by the studies conducted prior to the establishment of the Idaho Consortium was that of the educational offerings for the bicultural, migrant and poverty groups within the state. Even though the state's population is relatively homogeneous, there are a significant number of Indian students within the state. One study revealed that fewer than one out of every twenty Indian children who enroll in Idaho schools is graduated from high school. Much of this attrition can be attributed to the bicultural and bilingual background of these students. The institutions of higher education in Idaho are reported to have some excellent scholars insofar as the study of Indian culture, languages, value systems and the like are concerned. There are, however, no programs in the elementary and secondary schools that are designed to accommodate the differences that Indian children encounter when they come to school. Further, there is a significant number of children of migrant farm laborers. No systematic educational programs had been provided for these children to meet their educational needs. Meeting the needs of these culturally different students required teachers with special training and unique commitments.

Pupil Personnel Services. A systematic look at education in Idaho also revealed the need for improvement within the area of student personnel services: counseling, vocational guidance, nursing, school psychology programs, and library services. Such services that are accepted in so many regions

of the nation as commonplace appear to have been frills in many of the Idaho schools. Training programs for such personnel were lacking in both quantity and quality.

Section Two

A SENSE OF DIRECTION

The educational needs of Idaho were apparent. They were well documented and were of such a nature that they could be attacked readily. The question remained: How? Several people had been responsible, in isolation and at times cooperatively, in conducting need assessment studies. Certainly the State Superintendent of Education, D. F. Engelking, was an instrumental force. It was at his direction that many of the studies were conducted. The Deans of the two major universities in the state, Everett Samuelson, of the University of Idaho, and Richard Willey, of Idaho State University were also instrumental as was Donald Kline, Executive Director of Higher Education. Each of these men, by nature of commitment or position or both, were capable of exerting influence on the educational program in Idaho's schools. A final element was needed to trigger action.

Educational Professions Development Act

The enactment by the U.S. Congress of the Educational Professions Development Act (EPDA) in 1967 proved to be the needed element. In the spring of 1968, U.S. Office of Education personnel conducted a series of meetings across the nation to acquaint the education community with the basic elements of the EPDA legislation. One of these meetings was conducted in Denver in May 1968 and a delegation of Idaho educators attended that meeting.

Late during the first day of that meeting, several members of the Idaho delegation caucused informally to discuss the implications of the legislation for Idaho. Several things became evident during the caucus. First, each member of the Idaho delegation represented an institution that had some interest in being involved in the EPDA program. Additionally, it was evident that if the institutions were to meet the educational needs in Idaho, cooperation and coordination were in order. Further, isolated approaches to the legislation would likely result in the aggrandizement of specific institutions to the detriment of the state as a whole. Finally, almost all portions of the EPDA legislation were directly related to the specific needs that had been identified in Idaho.

The caucusing delegates rather quickly recognized that, if approached properly, the EPDA legislation could provide needed resources to attack the many salient problems facing Idaho education. Almost as quickly, the group concluded that any significant attack on these problems would require optimum utilization of all resources within the state. The germ of the idea of a Consortium was thereby conceived at this informal gathering.

Agreement was reached on three basic guidelines during this caucus. First, the Consortium had to have the representation of higher education, the Idaho State Department of Education, and the public schools. Second,

the leadership for the Consortium had to be vested in the agency legally responsible for public education, the Idaho State Department of Education. Third, legal authority for the Consortium had to be established.

The group moved quickly. The plan was outlined by Reid Bishop, the Idaho State Department of Education delegate to the meeting. Upon his return to Idaho, Bishop outlined the program to Superintendent Engelking, who quickly called a meeting of significant Idaho educators. The plan was accepted in principle by this group. One final step was required, the establishment of a legal authority for the Consortium.

A Legal Base

Legal authority could ensure cooperation. This was almost a necessity in Idaho for there was very little history of cooperative endeavors on the part of the three groups involved. Authority could be vested in the Consortium by the Idaho State Board of Education. To appreciate the importance of this, one must understand the unique character of this group.

In Idaho, all educational endeavors are under the control of a nine-member board. Legally, these nine members comprise four separate boards: the Idaho State Board of Education, which is responsible for public, elementary and secondary education; the Idaho Board of Higher Education, which is responsible for public and post-secondary education within the state; the Idaho Board of Vocational Education, responsible for secondary and post-secondary vocational training; and the Idaho Board of Special Education, responsible for the operation of state schools for the deaf and blind. The nine members are appointed by the Governor. Seven members are appointed at large and the other two members are the State Superintendent of Education, an elected official, and the Director of Higher Education, an appointed official.

A significant portion of the operating capital for the public schools in Idaho is provided through state allocation. Additionally, the state department of education is directly responsible to the Idaho Board of Education. Operating budgets for state institutions of higher education are also approved by this board. Obviously, the enactment by this board of a resolution vesting authority for the coordination of EPDA activities by the Consortium carries some weight. The resolution was drafted and presented by Superintendent Engelking to the board at their June 1968 meeting. The resolution was officially approved by the Idaho Board of Education on June 1, 1968 and is, as follows:

RESOLUTION TO THE STATE BOARD OF EDUCATION

> WHEREAS, the educational institutions of the State of Idaho, both public, elementary and secondary, and institutions of higher education, are desirous of cooperative and comprehensive planning and operation of programs under the provisions of the Education Professions Development Act and related legislation designed to improve the quality and quantity of teaching, and,

WHEREAS, representatives of the several institutions have requested the State Board of Education, the Regents for the University of Idaho, and the Trustees of Idaho State University to indicate concurrence in this action,

NOW, THEREFORE, be it resolved that the State Board of Education, the Regents of the University of Idaho, and the Trustees for the Idaho State University do separately and jointly designate the State Department of Education as Agent for the State Board of Education as the coordinating and fiscal Agent for the comprehensive planning, operation, and coordination of the Education Professions Development Act and such other Federal programs as may be directly related thereto.

The preliminary steps had been taken. The idea was conceptualized, leadership identified, and authority obtained. The next requirements were to make the Idaho Consortium a viable body, identify its objectives, and outline the initial scope of work whereby those objectives could be realized. Much work remained to be done.

First Steps

Almost simultaneously with the establishment of the Idaho Consortium by the Idaho State Board of Education, the Consortium undertook the preparation of a proposal to be submitted to the U.S. Office of Education for funds to be expended under EPDA auspices. The proposal was unique in several aspects. It very ably outlined the needs facing Idaho education. Based upon these needs, the proposal established five major objectives:

1. To increase the number of graduates from teacher education programs at a minimum rate of 200 per year over the next five years.

2. To provide systematic programs of inservice training designed to improve the quality of teachers and other school personnel.

3. To establish teacher programs in early childhood education with special emphasis on the needs of bicultural and bilingual children. These programs to be designed to produce no less than 400 qualified teachers in the next five years.

4. To provide programs to improve both the quality and quantity of personnel engaged in pupil personnel services.

5. To improve the quality of administrative and supervisory personnel.

To accomplish these objectives, the Consortium concept was proposed and justified on the basis that through this kind of coordination, EPDA monies could be used to satisfy the needs of the state rather than the

individual needs of the various researchers, developers, and institutions within the state. The proposal outlined in broad form several areas of program activity. These included short-term workshops, yearly fellowships for higher education personnel, programs for trainers of teachers, pre-service programming activities, experienced teacher fellowships, summer institutes and internships, and a teacher aide program which included funds for recruitment.

It was proposed that the specific projects to be carried out under each of these activities would be determined by the Idaho Consortium based upon the Consortium's perception of the educational needs of the state and the resources the various institutions had available to them.

In essence, therefore, the proposal called for a block grant to be used at the discretion of the state. It requested an annual expenditure from EPDA in excess of $2,250,000.

A State Posture Is Established

The initial reaction within the U.S. Office of Education was to deny the proposal. This was based upon the lack of project specificity and the fact that the needs identified for Idaho were not totally consistent with the priorities established. EPDA itself did not make provisions for block grants but relied instead upon the appraisal of the merits of each individual project submitted. Thus, room was left for negotiation.

The negotiation was successful. Money was granted to the Idaho Consortium in the following areas: $300,000 for summer workshops, 29 of which were conducted during the summer of 1969. Additionally $50,000 was granted for program planning to be conducted in the following areas: vocational education, programs for elementary teachers, pupil personnel, improvement of instructional leadership, and consortium planning. Further, to initiate action on the improvement of services within special education, the Consortium endorsed a proposal to provide regular classroom teachers with training in assisting these kinds of students. This proposal was funded at a level of $174,000 and titled, "Behaviorally Engineered Classrooms for Rural Areas (BECRA)." Further, $155,000 was granted to the Consortium to conduct programs designed to attract college trained personnel into teaching. This program was conducted in three cities within the state. Finally, Idaho was granted $10,000 to engage in planning for the Career Opportunities Program (COP).

The success of these negotiations should not go unheeded. The negotiations established the point that if Idaho was to participate in the EPDA program, it would participate largely on the state's terms. The acceptance of these terms by EPDA personnel indicated the perceived value of the Consortium concept in such endeavors. It is to the credit of the educational leadership within Idaho that in the negotiations convictions were maintained rather than withdrawn under the pressure of EPDA policy. The initial grant became effective on April 19, 1969.

Formalizing the Consortium

Up to this time the Idaho Consortium was largely composed of key individuals who had been involved in the initial phases, largely as a result of expedience. While many individuals had been contacted and had participated during the formative stages, actual direction was provided by a small steering committee composed largely of the original founders of the concept. A set of Governing Principles was drafted and eventually approved by both the Consortium and the Idaho State Board of Education in October 1969. The Governing Principles established a Consortium Council to be composed of 34 members plus the executive director who served in an ex-officio capacity. Five of the council members represented the Idaho State Board of Education, three the Idaho State Department of Education, four the two state universities, two the two state colleges, three the private colleges within the state, two the junior colleges within the state, ten the public schools, two the state legislature, and one each the Idaho State School Trustees Association, the private schools, and the news media. Further, a 12 man executive committee was established from the members of the Consortium Council. This committee was composed of the State Superintendent of Public Instruction, one member from the Idaho State Department of Education, the State Director of Vocational Education, the Executive Director of Higher Education, the Dean of the College of Education at the University of Idaho, and the Dean of the College of Education at Idaho State University, the head of the Department of Education from one of the state colleges, the head of the Department of Education of one of the junior colleges, the head of the Department of Education at one of the private colleges, a superintendent from one of the public school districts, the representative of the State Trustees Association, and the Executive Director of the Idaho Consortium who served in an ex-officio capacity.

During the first year of operation, the Consortium granted the Executive Committee increasing power. By resolution there was an agreement made to accept all recommendations of the Executive Committee. In fact, the Executive Committee was made almost wholly responsible for conducting the business of the Idaho Consortium. The meetings of the Consortium Council, for example, are typically limited to reports of activity of the Executive Committee. The Executive Committee determines priorities, reviews proposals, oversees the expenditure of funds, designates task forces and, in general, affects the coordination of the state resources.

From one point of view, such a structure is justified in that it can reach decisions quickly, take the necessary action, and, in general, expedite activity. At the same time, such a structure can preclude active involvement on the part of those who do not hold membership on the Executive Committee. Actually, the members of the Executive Committee perceive that the entire Consortium Council is actively involved and there is no evidence to the contrary. The Consortium Council meets twice during the year whereas the Executive Committee somewhat more frequently. Minutes of these meetings reveal a rather consistent move toward solidifying the effort of the Consortium.

The original objectives of the Consortium were, during the years, reduced and generalized. The Idaho Consortium now holds as its objectives the following:

1. To seek ways to improve individual proficiency.

2. To make its programs relevant to existing teaching conditions:

   A. Define ways and means of utilizing all available methods and techniques to develop educational personnel.

   B. Look for outside sources of funds and personnel to supplement state and local efforts.

3. To strengthen the present teaching force and to recruit qualified personnel not now teaching.

Although less specific, these objectives seem to provide sufficient direction for the Consortium as it attempts to provide for the educational needs of Idaho. The members of the Executive Committee do not perceive the generalized objectives as being a significant shift in the basic objectives of the Consortium. They appear to be well cognizant of the continuing educational needs within Idaho and continue to base their priorities upon the original assessment of needs and subsequent statements of objectives.

Section Three

POSITIVE ACTION TOWARD IMPROVEMENT

During the first year of existence of the Idaho Consortium, efforts were directed toward all of the major objectives that had been identified. These efforts were supported by EPDA grants in excess of $650,000.

Planning Activities

Task force groups of educators with geographic representation were established to provide long- and short-range planning in four need areas: improvement of instructional leadership, pupil personnel services, education and training for elementary teachers, and vocational-technical education. Another task force supported overall Consortium planning. These planning groups set for themselves two objectives: (1) to develop strategies and list activities by which objectives in their area of concern could be met; and (2) to generate proposals for dollar support for high priority activities.

During the first year, seven proposals were generated by the five planning groups. Three of these were subsequently funded for operation during the second year. Additionally, several individual members of the planning groups independently submitted a total of 19 proposals.

Teacher Training Workshops

During the first summer, 29 teacher training workshops were conducted. A total of 578 teachers, supervisors and administrators received training in these workshops which were offered on various college and university campuses throughout Idaho.

The workshops were designed to upgrade the professional competencies of the participants. Workshops were offered in 10 speciality areas. The specality areas and the number of workshops offered were: American Studies (3), Early Childhood Education (5), Earth Science (3), Elementary Language Arts (3), Library Science (3), Library Technicians (2), Research Utilizing Problem Solving (3), Secondary Language Arts (3), Special Education (2), and Vocational Education (2).

Each workshop was attended by about 20 participants and was staffed by the faculty of the nine host institutions. The Consortium played a key role in supplementing the host faculties through identification of key talent within the state and region.

Special Education

The Consortium was instrumental in the planning and implementation of a large project designed to upgrade the state's capabilities to provide meaningful educational experiences for handicapped learners. Recognizing that: (1) Idaho was a rural state having many small school districts largely unable to economically establish special segregated programs for handicapped youth, and (2) the desirability of keeping such learners in regular classrooms whenever possible, this project was designed to provide regular classroom teachers with training that would permit them to offer sound programs for these students. Twenty-two participants were involved in the Behaviorally Engineered Classrooms for Rural Areas (BECRA) project.

The format utilized was unique and should be considered for use in many professional development activities. During the first summer and fall semester, one-half of the participants were enrolled in a full-time, intensive, university program designed to develop their skills in behavioral modification and engineered classrooms that incorporated contemporary behavior modification concepts. During the spring semester, these participants were placed in cooperating districts replacing regular teachers who came to the campus to receive identical training. The regular teachers remained on campus during the subsequent summer, joined by their replacements.

During the spring semester, project staff provided supervision and consultation as participants established Behaviorally Engineered Classrooms in the cooperating school districts. Regular teachers returned to their districts upon completion of their summer training. Of the 22 participants, 19 were granted masters degrees and two completed doctorates. Eighteen of the masters level teachers are now employed in Idaho as is one of the two doctorates.

The creative format used in this project exemplifies the kind of thinking that has been developed by the Idaho Consortium. These kinds of solutions are being increasingly evidenced by Consortium members and are rapidly becoming the "rule" rather than the exception.

Educational Leadership

Forty administrators and supervisors representing a cross-section of Idaho schools participated in a summer-long workshop in Educational Leadership. The workshop was offered by the faculties of the two universities in the state with each university assuming the training responsibility for 20 participants.

Focus in the workshops was on specific behaviors that administrators could use in the facilitation of instructional improvement and innovation in their school settings. The participating administrators were required to develop specific plans of action during the summer workshops and seek to implement these plans during the succeeding year. A series of periodic seminars were conducted during the school year at which time, each of the administrators had the opportunity to report on progress and receive consultative feedback.

The Idaho Consortium was effective in bringing the faculties of the two universities together in planning and coordinating workshop content. This represents an excellent example of a way to maximize the human resources of the state.

Guidance and Counseling

The two universities in conjunction with the College of Idaho collaborated in providing a year-long program in guidance and counseling for 18 participants. Each institution was responsible for training six participants. The College of Idaho focused its program on preparation of counselors in schools having a high incidence of disadvantaged students.

All participants were assigned to public school settings and spent one-half of their time in these settings. The College of Idaho participants, for example, were assigned to the Model Cities Schools in Boise. This feature was important in two respects. First, it established the public schools as an appropriate and necessary element in the training process. Secondly, it was significant in facilitating the involvement of college and university professors with the problems that face public schools. Certainly this is important in education. In combination, these two factors appear to have contributed to major changes in counselor training programs at the institutions involved.

Career Opportunities Program

With monies granted under Part D of EPDA, the Consortium established a Career Opportunities Program (COP) designed to recruit young people from low-income or minority group backgrounds into teaching. The program provided 40 persons with employment as teacher aides in cooperating schools. Built into the program were opportunities for the participants to receive undergraduate teacher training so that they could expenditiously work toward certification as teachers.

The Consorium was successful in augmenting its EPDA grant with Model Cities dollars through the coordination of its training program with the Model Cities related schools. Five persons were added to the program in this manner. Such coordination is again exemplary of the ways in which Idaho is effectively utilizing its resources and must reflect credibly on the operation of the Consortium.

Drug Education

The Consortium was also instrumental in the development of a Drug Education Program for teachers and community representatives. Designed to familiarize participants with the nature of drugs and the effects of their abusive use, this program was developed by an educational task force that included health education and pharmaceutical personnel. Teachers are trained in procedures for coping with drug problems in their school.

Statewide Impact

As a result of the success of the summer workshops for teachers previously described, teachers in the state have recently endorsed a plan whereby the Idaho legislature was asked to support a wide-reaching program of teacher inservice training. This activity is a direct result of instigation and leadership by the Consortium. One of its members working through the State Teacher Educational Practices and Standards (TEPS) Committee was instrumental in bringing the success of that series of workshops to the attention of the Policy Committee of the Idaho Education Association (IEA). The TEPS committee recommended to the policy makers of IEA that legislation be drafted calling for support for inservice program operation and teacher stipends. An IEA committee, chaired by a member of the Consortium, drafted legislation that would support inservice training for 1,000 teachers per year. This legislation was approved by the Delegate Assembly of IEA, an organization representing 8,300 certified teachers, and is currently in the process of being introduced.

Other Accomplishments

The Consortium has taken giant strides in formalizing its structure. It has established itself within the state as a credible coordinating body. It has established an effective relationship with the U.S. Office of Education: a relationship based on its creditability. But more importantly in the minds of those key individuals on the Executive Committee and in the eyes of others not on the Consortium, it has provided a forum whereby educational leaders within Idaho have been able, for the first time, to meet face to face, confront mutual problems, and seek to eliminate long existing differences.

To fully appreciate this accomplishment, the reader is encouraged to consider the possibility of success of this kind of a venture within his own state. This is not to say that everything is "rosy." Not all suspicions have been removed. Conflicts exist. What appears to be happening, however, is that a group of significant individuals is learning to have mutual trust and respect for each other. Development of trust and respect of this nature cannot occur overnight, but rather increases only through

persistent long-term mutual involvement in specific problem-solving situations. Finally, the Consortium has provided avenues through which the Idaho State Superintendent of Public Instruction and the Idaho State Department of Education can effect a leadership role in the improvement of education that was virtaully impossible previously.

Section Four

IMPERATIVES FOR FURTHER IMPROVEMENT

The Consortium has moved quickly. One set of projects has been initiated and completed. A second set of projects has been negotiated and ground rules for further negotiations have been established. Amid all of this activity a couple of areas have been neglected.

Some Things to be Done

Effective means for communication have not been established. There is little evidence of an organized attempt to formally keep Consortium Council members informed about the accomplishment of the projects sponsored by the Consortium. Greater attention must be paid to the intercommunication among the members of the Executive Committee as well.

Further, the Consortium must address itself to its own internal structure. A crucial first step needed is to make more explicit the role of the Executive Director of the Consortium. Much of the responsibility for the day-to-day operation of the Consortium falls on his shoulders. At the same time, however, as a member of the Idaho State Department of Education he is directly responsible to Superintendent Engelking, and in his role as Executive Director he is responsible to the Executive Committee of which Superintendent Engelking is a member. This relationship has not been resolved to date. While there is no apparent evidence that its existence has proven to be a debilitating influence on the activities of the Consortium, it presents a potential "trouble spot" and, as such, should be addressed with the same openness and honesty with which the Consortium has addressed other problems.

A further area of clarification that must be addressed is that of the role of the Consortium relative to the various divisions within the Idaho State Department of Education. In so many instances, the activities of the Consortium are directly related to areas of responsibility represented within the divisions of the state department of education. Greater coordination between these two sets of responsibilities must be effected. This is presently being accomplished by the presence of Superintendent Engelking on the Executive Committee, but it would appear that the continuation of this practice might result in his having to act as a decision-maker rather than a contributor to policy.

Future Directions

The pervasive feeling of those associated with the Consortium after a year's experience is one of satisfaction. Those interviewed expressed this satisfaction in many ways. They see the Consortium as a group whose viability will be maintained for many years. To many, EPDA has provided a

reason for being that will, in all likelihood, pass and be replaced by other purposes. Superintendent Engelking views the Consortium as a potential long-range planning group upon which he can rely in effecting educational change and progress in Idaho.

Undoubtedly that potential exists. The potential can be realized, however, primarily to the extent that the Idaho Consortium is able to adapt to conditions that will change and to the new members who over the years are brought in. Further, that potential will be realized to the extent that the Consortium can adapt to changing purposes. A group such as this with no purpose soon loses its viability. Purpose generation must be regarded as a primary function of leadership.

The Idaho Consortium is in existence today because the challenge of leadership was accepted and effected. Strong leadership and sound planning provide the foundations for the Consortium. The Consortium represents an example of what can be done when these factors are present.